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PROGRESS REPORT ON THE FOLLOW-UP TO THE WORLD SUMMIT FOR CHILDREN

SUMMARY

The present report has been prepared in response to Executive Board decision 1992/13, in which the Board, inter alia, welcomed the initiatives taken by all States to expedite implementation of national programmes of action (NPAs) and other follow-up measures to the World Summit for Children. The report discusses progress in the preparation of NPAs and the implementation of the Convention on the Rights of the Child at regional and global levels. It also reviews inter-agency collaboration and the contents of NPAs that have been prepared to date. The paper concludes with a look at the challenges ahead and a recommendation by the Executive Director for continued Summit follow-up and implementation of NPAs.

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INTRODUCTION

1. Keeping the promises and commitments of the World Summit for Children has been facilitated through two concrete instruments: the Convention on the Rights of the Child, now ratified by nearly 130 Governments; and the national programmes of action (NPAs) which the 137 countries that have signed the Summit Declaration committed themselves to prepare. As of April 1992, 33 countries had finalized their NPAs, another 24 were available in draft form and an additional 71 were under preparation.

2. In decision 1992/13 (E/ICEF/1992/14), the Executive Board invited countries that had not taken any action towards, or were delayed in, the preparation of NPAs to complete them expeditiously, and also requested countries whose NPAs were in draft or outline form to finalize and implement them. The Executive Director is pleased to report that the number of finalized NPAs has now more than doubled to 75, while 30 are available in draft form and at least another 32 are under preparation. The challenge of translating these programmes into action still lies ahead, but the steps that have been taken so far give hope that the promises are indeed being kept. The present report discusses the progress made in the implementation of decision 1992/13.

I. PROGRESS IN THE PREPARATION OF NATIONAL PROGRAMMES OF ACTION

A. Status of preparation

3. The status of preparation of NPAs as of 1 January 1993 is presented in table 1 below. In 1991, sub-Saharan Africa was the region with the fewest finalized NPAs, but this year it has more completed NPAs than any other region. The International Conference on Assistance to African Children (ICAAC), held in November 1992 and sponsored by the Organization of African Unity (OAU), was a catalyst for the acceleration of NPA preparation in Africa. The Latin America and Caribbean region, which led the list last year, still has the highest proportion of finalized NPAs, with 97 per cent of the region's child population covered. The smallest proportion is among the republics of the former Soviet Union, many of which were not represented separately at the Summit, and all of which are undergoing transformations that make long- or even medium-term planning and programming extremely difficult. Similarly, most of the developing countries that have not reported any action are countries affected by war, disaster or other extreme difficulties. The number of industrialized countries with finalized NPAs has doubled in the past year, but the number for which no action has been reported has scarcely changed, from 24 to 21.

Table 1. Status of completion of national programmes of action by region as of 1 January 1993

	Finalized	In draft	Preparation under way	No action reported	Total	Percentage of child population (under 16) in region covered by NPAs, either finalized or in draft
Asia	14	5	7	7	33	98
Latin America and the Caribbean	19	3	9	2	33	97
Middle East and North Africa	6	5	8	2	21	83
Sub-Saharan Africa	23	15	3	4	45	91
Industrialized countries (including Central and Eastern Europe)	13	2	4	21	40	67
Former Soviet Union	0	0	1	14	15	-
Total	75	30	32	50	187	88 (of global child population)

B. The national programme of action process

4. Most NPAs are integrated into the national development planning process, or its equivalent, wherever such a process exists. The NPA process is not simply a technocratic exercise, however. In many countries it is a capacity-building process through which, often for the first time, many different sectors of Government and civil society take a comprehensive approach to the totality of children's and women's needs. The preparation, completion and implementation of the NPA often involves a broad selection of institutions, governmental and non-governmental, religious and secular, public and private, national, regional and local. In many countries, while the NPA document has been "finalized" in the sense that it has been officially promulgated, it is still considered as requiring improvements, regular updating and further elaboration.

5. The commission responsible for NPA implementation in the Dominican Republic has representation from 125 non-governmental organizations (NGOs). In several countries, the endorsement of all political tendencies has been sought, as in Costa Rica, where the NPA was approved by the country's Legislative Assembly. In the United Republic of Tanzania, specially convened "summits" of the legislatures were held in 1991 on both the mainland and in Zanzibar to approve the bases on which the NPA is being drafted. In the Republic of Korea, a National Council on Children and Youth, composed of government and NGO representatives, has been established to monitor implementation of the NPA. In

a number of Latin American countries, the Catholic Church is a specific partner in the NPA implementation and monitoring process. In Brazil, the "Pact for Children" brings together both the legislative and executive branches of the Government, the National Council of Brazilian Bishops, the governors of the 27 states and the most important organizations of civil society. In Nepal, the Government, NGOs, professional associations, popular groups and the private sector were all deeply involved in preparations for the Summit and continued this involvement in the preparation of the NPA. The involvement of NGOs in preparation and implementation is made explicit in the NPAs of such diverse countries as Botswana, Canada, El Salvador, Malawi, Morocco, Uganda, the United Kingdom and the United States.

6. The personal commitment of Heads of State or Government is an important factor in assuring that the NPA receives the attention it deserves from the various sectors within a country. In Mexico, President Salinas de Gortari, one of the six conveners of the World Summit for Children, has participated fully in the NPA process and has committed his country to the preparation of programmes of action for the country's most important cities, as well as to achieving 80 per cent use of oral rehydration therapy (ORT) by the end of 1994. The President of Senegal committed his authority and prestige by hosting ICAAC.

C. Involvement of international and bilateral agencies

7. Many United Nations agencies and international financial institutions have been involved in the process of follow-up to the World Summit for Children at country level. This involvement has taken the form of participation in the preparation and implementation of NPAs. Although the data is based on explicit references in the NPAs themselves and is, therefore, far from exhaustive, table 2 below gives some idea of the extent of this involvement.

Table 2. Involvement of United Nations agencies and international financial institutions in the preparation of national programmes of action

Institution	Number of countries	Institution	Number of countries
WHO	38	Inter-American Development Bank	7
UNFPA	34	FAO	6
UNDP	32	ILO	3
UNESCO	31	African Development Bank	1
WFP	30	Asian Development Bank	1

8. There has been extensive bilateral cooperation in the NPA process. Table 3 below provides a list of donor countries in the order of the frequency with which they are mentioned as contributors to the implementation of the programmes and projects presented in the NPAs.

Table 3. Bilateral involvement in implementation of national programmes of action

Donor	Number of NPAs	Donor	Number of NPAs
United States	18	Finland	4
Netherlands	10	Italy	4
Germany	6	Norway	2
France	6	Australia	1
Japan	6	China	1
Sweden	5	Denmark	1
European Community	5	Switzerland	1
Canada	5	Spain	1
United Kingdom	4	Cuba	1

II. THE CONVENTION ON THE RIGHTS OF THE CHILD

9. The vast majority of countries whose leaders pledged in the Summit Declaration to work for early ratification of the Convention on the Rights of the Child have honoured that pledge. As of the end of 1992, some 127 countries had ratified the Convention and an additional 27 had signed it. The Committee on the Rights of the Child is fully operational and had begun to review the reports due by the end of 1992 from the first 45 countries to have ratified the Convention.

10. NPAs are linked closely with the implementation of the Convention. This link is made explicit in more than 20 NPAs from all parts of the world. Among industrialized countries, the Nordic countries and the Netherlands are especially notable for the way that the Convention is central to their NPAs. Even where it is only implicit, the NPA is one of the few instruments available for setting a time-frame for a Government's minimum core of obligations under the Convention. This has been recognized by the Committee on the Rights of the Child, which has included the NPA among the documents it wishes to review in connection with the reports it receives from States Parties to the Convention.

III. REGIONAL DEVELOPMENTS

A. Sub-Saharan Africa

11. Delegations of some 44 Governments, most of them led at the ministerial level, met at ICAAC in Dakar, Senegal, in November 1992, and adopted the Consensus of Dakar. In that document the Governments, together with donor partners from 18 industrialized countries and representatives of international financial institutions, United Nations and regional organizations and international and African NGOs, reaffirmed the need to translate the commitments of the World Summit for Children into concrete programmes of action that can be implemented.

12. Specifically, the African countries attending the Conference committed themselves (a) to develop and implement NPAs and to incorporate them into their bilateral and multilateral consultative processes and development programmes; (b) to undertake new efforts to resolve and prevent conflicts in Africa and to apply universally the principles of "corridors of peace" and "days of tranquillity"; (c) to restructure government budgets to support the key goals of their NPAs and shift resources away from non-productive uses, such as military/internal security expenditures and subsidies for inefficient state organizations; and (d) to support an increase in domestic resource mobilization through such actions as national tax reform and the encouragement of community actions and contributions. The African countries also committed themselves to reaching a set of intermediate goals by 1995.

13. Donor and international financial institutions present at the Conference also committed themselves to provide resources to support NPAs and to increase and sustain the share of official development assistance (ODA) to social priority sectors by 1995 in line with increasing commitments by African countries, bearing in mind the level of 20 per cent of ODA for these sectors recommended by the United Nations Development Programme (UNDP). Donor partners and international financial institutions also committed themselves to make every effort to promote debt cancellation or relief for African countries. A continental follow-up mechanism was established under the auspices of OAU to monitor the overall formulation and implementation of NPAs and submit progress reports to the OAU Assembly of Heads of State and Government. A detailed report on ensuring child survival, protection and development in Africa, providing complete details on the Conference and the Consensus of Dakar, will also be before the Executive Board (E/ICEF/1993/L.4).

B. Asia

14. Soon after the World Summit for Children, the Heads of State or Government of the South Asian Association for Regional Cooperation (SAARC) assembled in Male, Maldives, called for a regional plan of action and declared the period 1991-2000 as the SAARC Decade of the Girl Child. This plan of action was endorsed by the subsequent SAARC Summit in Colombo, Sri Lanka, in December 1991, which requested that its Council of Ministers ensure an annual review of its implementation. All of the SAARC countries have completed their NPAs. At the second SAARC Conference on Children in South Asia held in Colombo in September 1992, ministers and other senior officials recommended a set of

intermediate targets aimed at catalyzing and accelerating progress towards the goals for the decade. These include access to, and enrolment in, primary education for at least 80 per cent of boys and 75 per cent of girls, and completion of primary education by at least 50 per cent of girls and boys by 1995; universal use of ORT for home-based treatment of diarrhoea and universal access to oral rehydration salts by 1996; progressive reduction of gender disparity in all the goal-related indicators; and raising the minimum age of marriage for girls to at least 18 years.

15. Two regional consultations on the rights of the child were held in East Asia, the first immediately before the World Summit for Children in August 1990. The second, held two years later in Beijing, China, involved 13 countries from East Asia and the Pacific, 11 of which had already either ratified or acceded to the Convention. Three members of the Committee on the Rights of the Child, including its president, also participated. The report of the meeting, entitled "The Beijing Consensus", emphasized the important links between NPAs and implementation of the Convention, supported the establishment of a regional information network to support implementation of the Convention and the World Summit Plan of Action, and recommended follow-up consultations on NPAs in the region.

C. Middle East and North Africa

16. In addition to the participation of North African countries at ICAAC, the League of Arab States held a high-level meeting on child welfare, protection and development in Tunis, Tunisia, in November 1992, at which 21 countries adopted a pan-Arab plan for further major improvements in the situation of children over the coming decade. This plan set targets for the year 1995 which include the eradication of polio, a 95 per cent reduction of measles deaths in the region, the elimination of neonatal tetanus, an 80 per cent usage of ORT, universal salt iodization, halting the free distribution of breast-milk substitutes and the designation of all major hospitals as "baby-friendly". The meeting called for effective monitoring systems in every Arab State and established a permanent committee for follow-up to the implementation of the plan.

17. Representatives of Bahrain, Kuwait, Qatar, Saudi Arabia and the United Arab Emirates met in the latter country in December 1992, together with representatives of UNDP, the World Health Organization (WHO), UNICEF and regional institutions, to review the status of NPAs and identify focal points from each country for further coordination and implementation.

D. Latin America and the Caribbean

18. Ministers and other representatives of 19 Latin American Governments met in Mexico City, Mexico, in October 1992 to evaluate progress made with respect to NPAs in their countries. They affirmed that NPAs should be a basic component of strategies to combat poverty and reduce social inequalities and called for the participation of diverse government sectors and NGOs in their implementation, as well as for the application of NPAs at local government levels, fiscal and budgetary policies that favour children and appropriate NPA

monitoring and evaluation mechanisms. They also recommended an annual regional meeting of those responsible for NPAs in order to compare experiences and review progress.

19. The First Ladies of 12 Latin American and Caribbean States and representatives of eight other Latin American Governments met in Cartagena, Colombia, in September 1992, to further the commitments made in the Convention on the Rights of the Child, the World Summit for Children, the Convention on the Elimination of all Forms of Discrimination against Women and the Geneva Declaration on the Economic Advancement of Rural Women. They called for the implementation of NPAs in fulfilment of the priority goals enunciated in the Convention on the Rights of the Child, and specifically called for the elimination of neonatal tetanus in the region by 1995.

20. Technical meetings on Summit follow-up have involved numerous regional institutions. An inter-agency committee consisting of representatives of the Pan American Health Organization (PAHO), WHO, the United Nations Population Fund (UNFPA), the Inter-American Development Bank and the United States Agency for International Development was held in Brasilia, Brazil, in April 1992, to review progress in preparation of NPAs. A UNICEF-organized technical meeting on monitoring progress towards the decade goals in March 1992 included experts from the United Nations Economic Commission for Latin America and the Caribbean, the United Nations Educational, Scientific and Cultural Organization (UNESCO) and numerous other regional institutions. A meeting on indicators for monitoring progress towards the nutritional goals, involving PAHO/WHO, UNICEF and the World Bank, was held in Washington, D.C., in October 1992.

E. Industrialized countries

21. Industrialized countries that have completed NPAs in the last year are Belgium, Canada, Germany, the Netherlands, Norway, Portugal and the United States. It is disappointing, however, that several industrialized countries have signed the World Summit Declaration but have not issued the NPA to which they had committed themselves. In some industrialized countries, there is a perception that NPAs are not applicable as they have achieved a high level of well-being for their children. However, as the NPAs of some of the most advanced industrialized countries make clear, the NPA is the appropriate follow-up to the Summit commitments of all countries, rich and poor alike.

22. The countries of Central and Eastern Europe and the republics of the former Soviet Union form a special group. Rapid social and economic transition and, in some cases, civil strife, make any long- or even medium-term planning extremely difficult. Nevertheless, strategies and programmes for the survival, protection and development of children are as necessary in these countries as they are elsewhere, if not more so. While the time-frame for specific programmes may need to be much shorter than the remainder of the decade, strategies at least for the medium term can be elaborated and some goals and objectives established for the decade. Monitoring systems capable of tracking the effects of the transition on children and women are especially important. Thus, the NPA process is relevant to these countries, adapted to the specific realities of each country in terms of phasing, priorities, standards and available resources.

23. The percentage of ODA that is allocated to basic human needs (nutrition, water supply, sanitation, primary health care (PHC), primary education and family planning) has been the subject of intensive scrutiny since the World Summit for Children. The UNDP Human Development Report 1992 and the 1993 State of the World's Children report indicate that less than 10 per cent of bilateral aid is allocated to such purposes. UNDP and UNICEF are urging that the percentage of aid for basic human needs be increased to 20 per cent and that developing country governments' budget allocations to these sectors reach a similar percentage. If ODA and national budgetary allocations were to be restructured to meet this "20/20" formula, the major portion of the additional financial resources needed to reach the NPAs goals would be guaranteed. NPAs of some donor countries, such as the Netherlands, Norway and Sweden, indicate an effort to review both bilateral and multilateral assistance to promote the goals and objectives of the World Summit and the Convention on the Rights of the Child, but the question of relative proportions of ODA to priority human needs is not discussed directly in any donor country NPA.

IV. GLOBAL DEVELOPMENTS

24. In June 1992, the Secretary-General submitted to the General Assembly a report entitled "Implementation of General Assembly Resolution 45/217 on the World Summit for Children" (A/47/264), providing information on plans prepared and actions taken by individual countries and the international community in response to the Summit as at 31 May 1992. The report also mentioned the request made by the Summit that the Secretary-General arrange for a mid-decade review of progress and repeated the suggestion that the World Summit for Social Development might be an appropriate forum for the review. The General Assembly took note of the report and requested that it be updated for consideration at its forty-eighth session (decision 47/447 of 22 December 1992).

25. The United Nations Conference on Environment and Development also endorsed the Summit goals. Agenda 21 states that specific major goals agreed upon at the Summit remain valid also for Agenda 21, which goes on to say that Governments, according to their policies, should take measures to (a) ensure the survival, protection and development of children, in accordance with the goals endorsed by the 1990 World Summit for Children; and (b) ensure that the interests of children are taken fully into account in the participatory process for sustainable development and environmental improvement. A more detailed account of the UNICEF response to Agenda 21 will be before the Executive Board (E/ICEF/1993/L.2).

26. At the International Conference on Nutrition, held in Rome, Italy, in December 1992, the list of goals endorsed by the Summit was annexed to the Conference declaration. A new goal on the elimination of famine was also adopted. Governments also agreed to prepare national plans of action, coordinated as appropriate with follow-up activities related to the World Summit for Children.

27. In support of the goal of empowering all women to breast-feed their children, the "baby-friendly" hospital initiative, which sought to have hospitals promote breast-feeding and end the distribution of free or low-cost breast-milk substitutes, has been largely successful. By the end of 1992, some

122 developing countries had banned or did not receive free or low-cost supplies. Compliance with government bans remains a problem in some developing countries, and eight with ongoing distribution had not acted to end the practice by the end of 1992. Approximately 767 hospitals in 49 developing countries are committed to achieving or have already achieved "baby-friendly" status. WHO and UNICEF are urging that the distribution of free and low-cost substitutes end in industrialized countries by the middle of 1994.

28. The Heads of State or Government of the Non-Aligned Countries, meeting in Jakarta, Indonesia, in September 1992, reaffirmed their commitment to realizing the goals adopted at the World Summit for Children through implementation of NPAs, and urged early ratification and implementation of the Convention on the Rights of the Child. They also reaffirmed the principle of a "first call for children" as a moral imperative for the emergence of a new international order. In addition, the Group for South-South Cooperation and Consultation, meeting in Dakar in November, emphasized the need to implement the Summit recommendations. Also meeting in Dakar in November, 40 "mayors as defenders of children" called attention to the role of municipalities in reaching the Summit goals.

V. INTER-AGENCY COLLABORATION

29. Country and regional follow-up to the World Summit for Children and the Convention on the Rights of the Child by the United Nations system and international financial institutions are discussed throughout the present report. At the global level, WHO, UNESCO and UNFPA have worked in pursuit of the health, education and family planning goals. UNDP has supported essential human goals within the broader framework of human development, while the World Bank and other international financial institutions have increasingly emphasized poverty reduction and role of the social sectors.

30. In resolution 47/199 of 22 December 1992, the General Assembly called for a United Nations country strategy note to be formulated by interested recipient Governments with the assistance of, and in cooperation with, the United Nations system under the leadership of the resident coordinator on the basis of the priorities and plans of recipient countries. Since they are plans prepared by the countries themselves on the basis of their own priorities, NPAs will undoubtedly play an important role in the elaboration of the country strategy note. At the global level, actions to incorporate the NPA process into the country strategy approach at the field level are being discussed through such forums as the Administrative Committee on Coordination, the Joint Consultative Group on Policy, the Consultative Group on Substantive Questions (Operations) and other inter-agency forums.

31. An important step in follow-up to the World Summit for Children is the development of measures for monitoring progress towards the decade goals. Following earlier work on indicators for assessing breast-feeding practices through household surveys, 1992 saw the development of indicators for breast-feeding in health care facilities. A joint UNICEF/WHO expert meeting on the measurement of under-five mortality rates, both overall and by cause of death, was held in December 1992. Recommendations were issued on measures to use in monitoring related goals and on additional actions to be taken. In October 1992, UNICEF issued a preliminary set of guidelines for monitoring

progress in the reduction of maternal mortality. Also during 1992, the UNICEF/WHO Joint Water and Sanitation Monitoring System issued its first report, establishing the decade's baseline, and UNICEF and the International Fund for Agricultural Development published jointly a technical review of concepts, indicators and measurements for household food security. UNESCO and UNICEF are working together to develop, test and implement measures of learning achievement; an inter-agency meeting in late 1992 discussed progress and recent country experiences. WHO and UNICEF have agreed on a core set of indicators for all the health and nutrition goals. These were scheduled to be reviewed by the UNICEF/WHO Joint Committee on Health Policy in February 1993 and are likely to have been promulgated by the April session of the Executive Board. WHO will include these indicators in its periodic monitoring of progress towards health for all by the year 2000.

VI. ANALYSIS OF THE CONTENTS OF NATIONAL PROGRAMMES OF ACTION

32. There is a broad diversity among NPAs, reflecting the heterogeneity of national policies and conditions. Some are broad perspective plans which establish goals and strategies while leaving concrete programmes and projects to shorter-term action plans or to actions at subnational level, or both. Others are lengthy and detailed to the project level and include cost estimates. Many clearly will be subject to revision or further elaboration as the decade progresses. Some are closely linked to the human development strategy framework, while others focus on children's rights. Some focus on poverty reduction while others stress children and the environment. Others, particularly in Africa, feature needs for relief, rehabilitation and reconstruction in the wake of emergencies.

A. Goals

33. In preparing their NPAs, countries did not simply endorse the goals contained in the World Summit Plan of Action. The national goals identified in NPAs vary considerably from the global targets in a number of countries. In higher-income developing countries such as Argentina, Thailand and Tunisia, the goals are often more ambitious. In least developed countries such as Mali, the Niger and Rwanda, the goals are understandably less ambitious. On average, these adaptations are roughly similar to the global goals, although one trend thus far is towards something less than 100 per cent coverage of clean water supply and sanitation, especially the latter, by the year 2000. Some, primarily African, countries have broadened the list of supporting goals to include as part of reducing infant and child mortality, the reduction of mortality and morbidity due to specific causes such as acquired immune deficiency syndrome and malaria. The global goals continue to serve as an incentive for countries that could reasonably aim higher to do so, and as a tool for stimulating healthy "competition" among States.

34. Many NPAs have established intermediate targets to be achieved by mid-decade. Table 4 below shows the number of countries, by region, which have developed mid-decade targets for achieving progress towards the major goals. In addition to these national mid-decade targets, a number of regional groupings have established targets for their regions.

Table 4. Number of countries designating mid-decade targets for major goals in national programmes of action, by region, as of end 1992

	ASIA	LATIN AMERICA AND THE CARIBBEAN	MIDDLE EAST AND NORTH AFRICA	SUB-SAHARAN AFRICA	TOTAL
Under-five mortality reduction	7	13	7	9	36
Maternal mortality reduction	7	12	4	10	33
Malnutrition reduction	5	8	6	6	25
Water supply access	6	8	3	9	26
Sanitation access	7	9	3	7	26
Primary school enrolment	7	5	3	9	24
Adult literacy	8	7	4	5	24

B. Strategies

35. Most NPAs discuss both overall strategies and strategies for individual sectors. Recurrent themes in both instances include community participation, decentralization, disparity reduction, capacity-building, empowerment of households, especially women, and involvement of NGOs. In addition to sectoral strategies for health, nutrition, education, water supply and sanitation and children in especially difficult circumstances (CEDC), separate strategies for women in development are included in the NPAs of countries such as Bangladesh, Chile, the Congo and the Comoros; on the environment in Madagascar, Guinea-Bissau and Zimbabwe; on social mobilization and public information in Chile, Honduras and Senegal; and on family planning in Nepal. Canada, Sweden, Norway, the United Kingdom and the Netherlands stress family support measures to further children's rights. A specific agenda for research on problems affecting children is a feature of the NPAs of the Republic of Korea, the Philippines, Viet Nam and the United States.

C. Resource requirements

36. While not all NPAs have attempted to estimate the costs of achieving their goals and objectives, many have done or plan to do so at a later stage. As of mid-January 1993, 58 NPAs contained estimates of their total cost. As might be expected, not all countries use exactly the same methods for estimating costs. For the most part, the estimates given are for costs that are additional to current levels of expenditure, but that is not clear in all

cases. While these caveats must be kept in mind, some observations concerning orders of magnitude are still valid.

37. One of the motives for many developing countries to estimate the costs of reaching their goals is the hope of attracting additional external resources. Under such circumstances, it might be expected that such estimates would be on the generous side, but when analysed in terms of either costs per capita or total costs as a percentage of gross national product (GNP), the cost estimates of NPAs appear quite reasonable. The per capita weighted average of the estimated costs for these 58 NPAs is $15. This is the same per capita cost as estimated by OAU and UNICEF, using a process independent of the NPAs themselves, as required for reaching the goals in all of Africa. As for percentage of GNP, the UNDP Human Development Report 1991 analysed human expenditure for 25 countries, covering 74 per cent of the developing world, and found their human expenditure ratio to be slightly less than 3 per cent of GNP. That report argues that the human expenditure ratio may need to be around 5 per cent if a country wishes to do well in human development. Thus, an additional 2 per cent of GNP is a reasonable amount to expect countries to devote to basic education, PHC, water supply, sanitation, nutrition and family planning. The average annual cost of the 58 NPAs analysed is 2 per cent of their weighted average GNP.

38. The largest proportion of estimated costs in NPAs are for education (39 per cent), followed by health (23 per cent) and water supply and sanitation (17 per cent). Because nutrition is included in the health sector of many NPAs, separate nutrition programmes account for only 3 per cent of total costing, while the CEDC category receives 7 per cent. The remaining 11 per cent is for costs of programmes which do not fit into any of the previous sectors.

D. Resource mobilization

39. Once total costs have been estimated, many NPAs calculate existing available resources and, by comparing these with the total needed, identify the "resource gap". Ways of filling the gap can then be considered. Budget reallocations to increase the proportion devoted to the social sectors is the most important of these ways. Bhutan's NPA projects increases from 8.3 to 11.2 per cent of the budget for education and from 4.3 to 6.7 per cent for health during the period 1991-1997. Chile has earmarked $700 million, in addition to its current annual social sector budget of $6 billion, for financing its NPA during the period 1993-2000. Senegal plans to increase the share of its for health sectors from the current 4.8 per cent to 9 per cent by the year 2000. Ecuador's NPA has a "non-renounceable" goal of restoring by 1995 the 9.4 per cent share of the social sector in public expenditure that was the case in 1980. Egypt's NPA is assigned 7.5 per cent of the budget in the 1992-1997 development plan. Reductions in expenditure on armaments are specifically mentioned in the NPAs of Namibia and Zimbabwe. Mexico's first evaluation report on the implementation of its NPA shows an increase from 29 to 34 per cent in the proportion of federal public expenditure devoted to the social sector in the NPA's first year. These increases were distributed fairly evenly among the social sectors and continue an upward trend initiated in 1989 after a steep decline during the 1980s.

40. Some NPAs discuss ways to increase domestic revenues such as increasing the tax base (Kenya), social taxes on luxury imports (Nepal), a special levy on tourists (Maldives), tax benefits to private enterprise in exchange for support to public schools (Uruguay), a national lottery (Barbados) and proceeds from privatization (Pakistan and Venezuela). A number of countries that underwent structural adjustment in the 1980s, especially in Latin America, created special social investment funds as a means for providing safety nets for the most vulnerable. Such funds are identified as resources for partial financing of NPAs in Bolivia, Honduras, Mexico and Uruguay.

41. The resource gap is frequently calculated after including current levels of external aid as "existing". This means that the portion of the resource gap that is to be financed externally represents an increase over current aid levels. This does not necessarily mean that large increases in total ODA are expected. While absolute increases in ODA are needed, a restructuring of the proportion of ODA devoted to priority needs of children and women is another important way of filling the gap.

42. Despite these encouraging examples, however, a note of caution should be sounded on two points. The first is that quite a number of NPAs remain vague about the resource gap and how it will be financed. The second is that even those references in NPAs to restructuring and financing mechanisms run the risk of not being implemented if they are not reflected in the annual or biennial budgetary process. This is an aspect of NPAs that will require a good deal of attention in the years immediately ahead. While representatives of finance and planning ministries have participated in NPA preparation in many countries, these may not always have been the persons who make the crucial budgetary decisions which assure that the allocations proposed are actually made. Something close to the "20/20" formula discussed earlier will be required, and will need to be made operational in the national budgetary process if the accelerated progress required for the decade's goals is to be achieved.

E. Monitoring

43. The identification and establishment of mechanisms for monitoring progress towards national goals for the decade is one of the weaker aspects of many NPAs. More than 60 NPAs contain a section on this topic and some are quite strong, especially Botswana, Cuba, Guinea and Mexico. Most frequently, a national committee, either one set up to oversee overall implementation of the NPA or one created specifically for monitoring, is given responsibility for reviewing progress on a periodic basis. In other cases, the national statistical office, the planning ministry or its equivalent, or an existing sectoral or social welfare ministry has that responsibility. A notable set of NPAs, including those of Bangladesh, Belize, Indonesia, Morocco, Nepal, Rwanda, Sri Lanka and Swaziland, contain a systematic review of the indicators needed to measure progress towards each of the goals, provide the baseline data for each indicator where available and identify the instruments that will be used to measure progress and to fill the data gaps. Others focus only on the areas where information gaps are most severe; CEDC is the most frequently mentioned, followed by maternal mortality and literacy. The majority of NPAs, however, are less specific than might be desired concerning precisely how the country

will measure progress towards each of the goals, although quite a few indicate that this is an aspect that will be developed further in the near future.

F. Implementation

44. One of the most important keys to effective implementation of NPAs is the translation of national plans into effective programmes of action at provincial and local levels. Venezuela's NPA has been accompanied by plans of action in eight states and one municipality, with more subnational plans expected. The governors of 24 Brazilian states met in April 1992 and committed themselves to formulating their own individual programmes of action. In Colombia, immediately after the promulgation of the national programme, training workshops were begun on methodologies for departmental and municipal implementation. In the Republic of Korea, seminars were organized by the central Government to generate proposals for programmes to be implemented by local governments and NGOs. The NPA of Bangladesh states that the focus for 1993 will be on developing district-level programmes of action. NPAs of other large countries, such as China and Nigeria, also refer to implementation at subnational levels.

VII. THE CHALLENGES AHEAD

45. Despite the excellent progress made since the World Summit for Children, serious challenges remain. Producing plans and reiterating pledges to achieve the goals is one thing, but putting these plans and promises into action is another. The overarching challenge is to begin to make real progress towards reaching the decade's goals. Implicit in that challenge are several factors which are absolutely critical to that achievement. Among these are the following:

(a) The need for greater integration of NPA goals and strategies and implementation of the Convention on the Rights of the Child in all aspects of national development, including the budgetary processes through which plans and programmes are translated into resource commitments;

(b) The mobilization of adequate resources for implementation of NPAs and the Convention, both internally through systematic review and appropriate reallocation of national budgets, and externally through a higher proportion of ODA for priority human development concerns;

(c) The reinforcement of systems for monitoring progress towards the goals, with capacity for wide public review of progress and shortfalls;

(d) Sustaining the momentum for "keeping the promise" of the Summit and the Convention internationally and nationally through advocacy and social mobilization.

46. At a deeper level, there is need for increased recognition that the achievement of the decade's goals for children would contribute to and help catalyse the realization of so many other goals to which the human community

aspires, such as slowing population growth rates, accelerating economic growth, improving the environment and overcoming the worst aspects of poverty.

VIII. RECOMMENDATIONS

47. In the light of these challenges, the Executive Director recommends that the Executive Board:

(a) Urge that the personal involvement of Heads of State or Government in the commitments of the Summit be maintained and strengthened;

(b) Encourage countries to examine their NPAs so as to identify a set of feasible targets for achievement by mid-decade, develop annual action plans enabling NPA activities to be incorporated into the regular national budgetary process and develop plans and programmes to make national programmes operational at provincial and municipal levels;

(c) Request that collaboration with international financial institutions be strengthened further to assure that NPAs are taken into account at relevant moments of the poverty reduction, lending and adjustment processes;

(d) Propose that follow-up to the World Summit for Children be coordinated with the work of the Sustainable Development Commission, that NPAs be considered as an integral part of action for sustainable development at the country level and that they be taken into account in the preparation of the United Nations country strategy note;

(e) Urge donor countries and international financial institutions to increase the share of ODA commitment to social priority sectors to 20 per cent of total ODA for these sectors, and national Governments to increase the share of national budgetary allocations for the same sectors correspondingly, so as to achieve, by 1995, a "20/20" correspondence in the proportion of resources devoted to basic education, PHC, low-cost water supply and sanitation systems, responsible parenthood and family planning and nutrition programmes.

Annex I

STATUS OF SIGNATURES ON THE DECLARATION OF THE WORLD SUMMIT FOR CHILDREN AND RATIFICATION OF THE CONVENTION ON THE RIGHTS OF THE CHILD AS OF 25 JANUARY 1993

COUNTRIES THAT HAVE SIGNED THE WORLD SUMMIT FOR CHILDREN DECLARATION (148)				NOT SIGNED (35)
* Afghanistan	** France	** Namibia	** United Kingdom of	** Angola
** Albania	Gabon	** Nepal	Great Britain and	Armenia
* Algeria	** Gambia	* Netherlands	Northern Ireland	** Azerbaijan
* Antigua and	** Germany	* New Zealand	** United Republic	** Bahamas
Barbuda	** Ghana	** Nicaragua	of Tanzania	** Bahrain
** Argentina	* Greece	** Niger	United States of	Bosnia and
** Australia	** Grenada	** Nigeria	America	Herzegovina
** Austria	** Guatemala	** Norway	** Uruguay	Brunei Darussalam
** Bangladesh	** Guinea	** Pakistan	* Vanuatu	** Cambodia
** Barbados	** Guinea-Bissau	** Panama	** Venezuela	Croatia
** Belarus	** Guyana	* Papua New Guinea	** Viet Nam*	** Cyprus
** Belgium	* Haiti	** Paraguay	** Yemen*	Czech Republic
** Belize	** Holy See	** Peru	** Yugoslavia	** Estonia
** Benin	** Honduras	** Philippines	** Zaire	** Ethiopia
** Bhutan	** Hungary	** Poland	** Zambia*	Georgia
** Bolivia	** Iceland	* Qatar	** Zimbabwe	Iraq
Botswana	** India	** Portugal		Kyrgyzstan
** Brazil	** Indonesia	** Republic of Korea		** Latvia
** Bulgaria	* Iran, Islamic	** Romania		Libyan Arab
** Burkina Faso	Republic of	** Russian Federation		Jamahiriya
** Burundi	** Ireland	** Rwanda		** Lithuania
* Cameroon	** Israel	** Sao Tome and		** Malta
** Canada	** Italy	Principe		Marshall Islands
** Cape Verde	** Jamaica	** St. Kitts and Nevis		Moldova
** Central African	* Japan	* St. Lucia		** Myanmar
Republic	** Jordan	St. Vincent and		Oman
** Chad	Kazakhstan	the Grenadines		** San Marino
** Chile	** Kenya	* Samoa		Saudi Arabia
** China	** Kuwait	** Senegal		** Seychelles
** Colombia	** Lao People's	** Sierra Leone		Singapore
* Comoros	Democratic Republic	Solomon Islands		Slovakia
Congo	** Lebanon	** Spain		** Slovenia
** Costa Rica	** Lesotho	** Sri Lanka		Somalia
** Cote D'Ivoire	* Liberia	** Sudan		Tajikistan
** Cuba	* Liechtenstein	* Suriname		Turkmenistan
** Democratic People's	* Luxembourg	* Swaziland		United Arab Emirates
Republic of Korea	** Madagascar	** Sweden		Uzbekistan
** Denmark	** Malawi	* Switzerland		
** Djibouti	Malaysia	* Syrian Arab		
** Dominica	** Maldives	Republic		
** Dominican Republic	** Mali	** Thailand		
** Ecuador	** Mauritania	** Togo		
** Egypt	** Mauritius	** Trinidad and Tobago		
** El Salvador	** Mexico	** Tunisia		
** Equatorial	Monaco	* Turkey		
Guinea	** Mongolia	** Uganda		
** Finland	* Morocco	** Ukraine		
	* Mozambique			

* COUNTRIES THAT HAVE SIGNED BUT NOT YET RATIFIED THE CONVENTION : (27).
** COUNTRIES THAT HAVE RATIFIED THE CONVENTION : (127).

Annex II

STATUS OF WORLD SUMMIT FOR CHILDREN NATIONAL PROGRAMMES OF ACTION AS OF 25 JANUARY 1993

ASIA * 7 ** 5 *** 14	SUB-SAHARAN AFRICA * 3 ** 15 *** 23	LATIN AMERICA AND THE CARIBBEAN * 9 ** 3 *** 19	MIDDLE-EAST AND NORTH AFRICA * 8 ** 5 *** 6	INDUSTRIALIZED COUNTRIES * 4 ** 2 *** 13
Afghanistan	* Angola	* Antiqua and Barbuda	*** Algeria	Albania
*** Bangladesh	** Benin	*** Argentina	* Bahrain	** Australia
*** Bhutan	*** Botswana	Bahamas	Cyprus	Austria
Brunei	*** Burkina Faso	** Barbados	*** Djibouti	*** Belgium
Cambodia	** Burundi	*** Belize	** Egypt	Bosnia and Herzegovina
*** China	** Cameroon	*** Bolivia	*** Iran, Islamic Republic of	* Bulgaria
** Democratic People's Republic of Korea	** Cape Verde	** Brazil	Iraq	*** Canada
	*** Central African Republic	*** Chile	** Jordan	Croatia
** Fiji	*** Chad	*** Colombia	* Kuwait	Czech Republic
*** India	*** Comoros	*** Costa Rica	* Lebanon	*** Denmark
*** Indonesia	*** Congo	*** Cuba	** Libyan Arab Jamahiriya	*** Finland
* Kiribati	** Cote D'Ivoire.	* Dominica	*** Morocco	* France
Lao Peaple's Democratic Republic	*** Equatorial Guinea	*** Dominican Republic	* Oman	*** Germany
	** Ethiopia	*** Ecuador	* Qatar	Greece
** Malaysia	Gabon	*** El Salvador	* Saudi Arabia	*** Holy See
*** Maldives	*** Gambia	* Grenada	*** Sudan	Hungary
*** Marshall Islands	*** Ghana	*** Guatemala	* Syrian Arab Republic	Iceland
* Micronesia	*** Guinea	* Guyana	*** Tunisia	Ireland
* Mongolia	*** Guinea-Bissau	Haiti	** Turkey	Israel
** Myanmar	*** Kenya	*** Honduras	* United Arab Emirates	* Italy
Nauru	*** Lesotho	** Jamaica	** Yemen	*** Japan
*** Nepal	Liberia	*** Mexico		Luxembourg
*** Pakistan	** Madagascar	*** Nicaragua		Liechtenstein
* Papua New Guinea	*** Malawi	*** Panama		Malta
	*** Mali	*** Paraguay		Monaco
*** Philippines	** Mauritania	*** Peru		*** Netherlands
*** Republic of Korea	*** Mauritius	* St. Kitts and Nevis		* New Zealand
Samoa	** Mozambique	* St.Lucia		*** Norway
*** Singapore	** Niger	* St. Vincent and The Grenadines		Poland
* Solomon Islands	*** Nigeria			*** Portugal
*** Sri Lanka	*** Namibia	* Suriname		Romania
** Thailand	*** Rwanda	* Trinidad and Tobago		San Marino
Tonga	** Sao Tome and Principe	*** Uruguay		Slovakia
* Tuvalu	*** Senegal	*** Venezuela		Slovenia
* Vanuatu	** Seychelles			** Spain
*** Viet Nam	* Sierra Leone			*** Sweden
	Somalia			Switzerland
	South Africa			*** United Kingdom of Great Britain and Northern Ireland
	*** Swaziland			*** United States of America
	* Togo			Yugoslavia
	*** Uganda			
	** United Republic of Tanzania			
	** Zaire			
	** Zambia			
	*** Zimbabwe			

FORMER SOVIET UNION *1 ** 0 *** 0
Armenia
Azerbaijan
* Belarus
Estonia
Georgia
Kazakhstan
Kyrgyzstan
Latvia
Lithuania
Moldova
Russian Federation
Tajikistan
Turkmenistan
Ukraine
Uzbekistan

* **Preparation under way : (31).**
** **Draft/outline received : (30).**
*** **National programmes of action finalized : (75).**
Total number of countries preparing national programmes of action : (136).
status

UNITED NATIONS

E

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12 April 1993

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UNITED NATIONS CHILDREN'S FUND
Executive Board
Winter organizational session
9 and 10 February 1993

FOR INFORMATION

REPORT OF THE EXECUTIVE BOARD ON ITS WINTER ORGANIZATIONAL SESSION HELD AT UNITED NATIONS HEADQUARTERS ON 9 AND 10 FEBRUARY 1993

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I. ORGANIZATION OF THE SESSION

1. The Executive Board of the United Nations Children's Fund (UNICEF) held its 1993 winter organizational session at United Nations Headquarters on 9 and 10 February. Officers of the Executive Board for the period 1 August 1992 to 31 July 1993 are as follows:

Chairman:	Mr. Frederick Ward (Canada)
First Vice-Chairman:	Miss Maymouna Diop (Senegal)
Second Vice-Chairman:	Dr. Vaclav Vacek (Czech Republic)*
Third Vice-Chairman:	H.E. Dr. Jayaraj Acharya (Nepal)
Fourth Vice-Chairman:	H.E. Dr. Lucille Mair (Jamaica)
Chairman, Programme Committee:	H.E. Dr. Roberto Mayorga-Cortés (Nicaragua)
Vice-Chairman, Programme Committee:	Vacant
Chairman, Committee on Administration and Finance:	Ms. Birte Poulsen (Denmark)
Vice-Chairman, Committee on Administration and Finance:	Miss Khadijatu Mansaray (Sierra Leone)

2. Before adopting the provisional agenda for the session, the Executive Board added a new item, election of a member of the Bureau. Because of the recent separation of the former Czechoslovakia into the Czech Republic and the Slovak Republic on 1 January 1993, Czechoslovakia had ceased to be a member of the Executive Board, and the Second Vice-Chairman, Dr. Vaclav Vacek, could no longer serve in that capacity. After the Czech Republic was admitted to the United Nations in January 1993, it was elected by the Economic and Social Council to fill the vacancy on the Executive Board. The Central and Eastern European group of Board members had advised the Chairman that Dr. Vacek was its candidate for the post of Second Vice-Chairman and the Executive Board re-elected Dr. Vacek to the post.

3. The Executive Board adopted the agenda of the 1993 winter organizational session, as amended, which, along with the list of documents for the session, is contained in document E/ICEF/1993/L.1.

4. The Chairman advised the Executive Board that the Vice-Chairman of the Programme Committee, Dr. Syed Mohsin Ali (Pakistan) had been re-assigned to other duties by his Government and was no longer able to serve on the Bureau. The Chairman requested the Asian group of Board members to select a replacement as soon as possible. If a candidate could be nominated before the regular Board session, the election could be done by a mail poll and the new Vice-Chairman

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* Re-elected. See paragraph 2.

would be able to participate in the Bureau meeting preceding the regular session. The other option would be to hold the election on the first day of the April session. The Chairman requested the Asian group to keep the secretariat informed of any developments.

5. The Executive Board held three plenary meetings on 9 and 10 February 1993.

II. PLENARY MEETINGS

A. Introduction by the Chairman

6. The Chairman reported that recently he had visited the UNICEF-assisted programmes in China and India. He said that he would report fully on those visits at the regular session in April, but wanted to share some of the highlights with the Board. In both countries, he had seen the UNICEF programmes as being catalytic, because relatively small contributions by UNICEF in time and money were multiplied by the Governments. Historically, both programmes had focused on the areas of health and water supply and sanitation, although there was now a shift to primary education. In both programmes, it appeared that most resources had been used for service delivery, but there was a shift of resources to capacity-building. A significant increase in supplementary funding would be required if the programmes were to succeed, however. The programmes in China and India were part of a changing dynamic, and the Executive Board was also part of that change.

B. Overview of key developments by the Executive Director

7. The Executive Director presented an overview relevant to UNICEF in the period between September 1992 and February 1993. He said the past few months had been a period of both "perils and promise".

8. One of the major "perils" was the fact that emergencies had become much more intensive than had been expected at the time of the 1992 regular Executive Board session. Then, there had been hope for the former Yugoslavia, Somalia, Iraq and Afghanistan. Now, there was a breakdown of order affecting the civilian population in Somalia and the situation in the former Soviet Union was more serious than expected. The world community expected the United Nations to act in such situations, even when doing so put staff at risk, and more UNICEF staff had been killed in the last year than in the previous few years. The United Nations was expected to function where law and order did not.

9. At the same time, there was also a new willingness on the part of the international community to respond to emergencies. The Security Council had taken unprecedented action in authorizing the large-scale operation in Somalia, which for the first time was a recognition of peoples' right to food. That development represented a major challenge to UNICEF and to the United Nations. It was extremely fortunate that the Department of Humanitarian Affairs (DHA) had been established in early 1992, but it was already tested to the limit.

10. Another "peril" was the continuing recession in industrialized countries, which was affecting funding for UNICEF. Two major donors had reduced their

levels of official development assistance (ODA) and, as a result, their contributions to UNICEF. There had been no progress on debt relief for sub-Saharan Africa, even though the proportion of African debt was three times greater than that of Latin America.

11. As for "promise", the ethos that the international community must be concerned with the survival and well-being of children had continued to advance. The actions taken in Somalia to feed the starving were a marked contrast to what had happened in Calcutta, India, in 1944, when 1.5 million people had died while the grain stores were full. At that time, if people could not pay for food, the Government did not see that it had an obligation to feed them.

12. Another positive development was that the Convention on the Rights of the Child had been ratified by 129 countries, and another 30 countries had signalled their intention to do so. With regard to meeting the goals set by the World Summit for Children, countries had worked to meet their commitments to complete national programmes of action (NPAs) by 1992. There had been several major regional consultations at the ministerial level: the International Conference on Assistance to African Children (ICAAC) held in Dakar, Senegal, in November 1992, and organized by the Organization of African Unity; the Conference on Children's Welfare, Protection and Development held by the League of Arab States in Tunis, Tunisia, in November; the 19-country Latin American regional meeting convened by Mexico in November; and the Conference on Children in South Asia organized by the South Asian Association for Regional Cooperation in Colombo, Sri Lanka, in September. The major conclusions of those meeting were that NPAs need to be refined so as to be more relevant to budgetary considerations, that they should be expanded to the state and municipal level and that there should be intermediate goals set for mid-decade. At ICAAC, it was agreed that external funding to meet the goals should be equivalent to 20 per cent of ODA. The Summit goals could be achieved if Governments restructured ODA to meet priority human needs.

13. UNICEF income for 1992 was more than $900 million, some $75 million greater than estimated in the medium-term plan. The increase was due largely to increased funding for emergencies.

14. The Executive Director said UNICEF mourned the deaths of Goodwill Ambassador Audrey Hepburn, who had made a "marvelous contribution to the cause of children", and of Dr. Saburo Okita, Chairman of the Japan Committee for UNICEF. At the request of the Executive Director, the Executive Board observed a moment of silence in their honour.

15. Regarding the issue of UNICEF headquarters office accommodation (E/ICEF/1993/AB/L.9), the Executive Director said that sites both in and outside New York City had been considered. The City of New Rochelle had made an offer that would result in major cost savings, but the location away from United Nations Headquarters would cause problems. The City of New York had made a major counter offer worth $90 million. As a result, he would recommend to the Executive Board that UNICEF move forward with the offer from New York City to remain in the City. Under the terms of that offer, UNICEF House and another building, yet to be selected, would become the property of UNICEF.

C. Major issues before the 1993 regular session

16. The Executive Board had before it document EB/1993/001 and Add.1, "Issues for the 1993 Executive Board session", which summarized the range of programme and operational issues to be discussed by the Board.

1. Programme issues

17. The Deputy Executive Director, Programmes, identified six major areas to be discussed by the Programme Committee:

(a) The 24 country programme recommendations (12 short-form and 12 full-length) and 20 various other recommendations (bridging programmes, requests for additional general resources, "stand-alone" supplementary funding requests) being presented for approval. The country programmes are at the heart of the work of UNICEF;

(b) Follow-up to the World Summit for Children. There had been encouraging progress in this area, as witnessed in the number of NPAs already completed or under preparation, the political commitment expressed at the various regional meetings, the establishment of mid-term goals and the continuing support for the ratification and implementation of the Convention on the Rights of the Child;

(c) Emergency operations. The rapid growth in the number and complexity of emergencies had considerable implications for UNICEF, as they were occurring on a scale not seen since the 1940s. In 1992, UNICEF emergency expenditure amounted to some $170 million, or 24 per cent of total programme expenditure. In contrast, in 1990, emergency expenditures were $50 million, or 8 per cent of total programme expenditure. The report to be presented to the Executive Board (E/ICEF/1993/11) identified a number of policy issues that the Executive Board might wish to consider, including the scale and amount of resources devoted to emergencies. While emergencies had caused some 1 million child deaths in the last year, other "silent" emergencies had resulted in 12.5 million child deaths;

(d) The various policy papers and progress reports being presented to the Board, including those on ensuring child survival, protection and development in Africa (E/ICEF/1993/L.4); the Bamako Initiative (E/ICEF/1993/L.6); the situation of children and women in Central and Eastern Europe (E/ICEF/1993/L.7); the UNICEF policy on family planning (E/ICEF/1993/L.5); programmes for the urban poor (E/ICEF/1993/L.9); children, environment and development (E/ICEF/1993/L.2); and on health-related issues including the Children's Vaccine Initiative (E/ICEF/1993/L.3), the UNICEF response to human immunodeficiency virus/acquired immune deficiency syndrome (HIV/AIDS) (E/ICEF/1993/L.10) and the report of the UNICEF/World Health Organization Joint Committee on Health Policy (E/ICEF/1993/L.11);

(e) The proposed global funds programme recommendation (E/ICEF/1993/P/L.3 and Add.1);

(f) The response of UNICEF to General Assembly resolution 47/199 of 22 December 1992, on United Nations operational activities for development. The

resolution provided an important framework for collaborative activities, and as required by the resolution, UNICEF would prepare a report on its response to the Executive Board (E/ICEF/1993/L.8 and Add.1).

18. Concerning the area of children and the environment, one delegation asked if UNICEF was proposing it as an area of major expansion. If that were the case, his Government hoped that UNICEF would advise the Board of the areas that would be downgraded to make room for the expansion. The Deputy Executive Director, Programmes, replied that no major expansion was proposed. Several years ago, the Board had requested that issues relating to children and the environment be included in country programmes, but that special programmes not be established. The report would be true to Agenda 21 but would not propose activities requiring major new expenses.

19. The same delegation said that it shared the concerns of UNICEF about emergencies and would like to see the consequences of UNICEF emergency work for long-term development, as well as examples of the relationship between DHA and UNICEF in the field. As for the decrease in non-emergency supplementary funding, he hoped the Executive Director would outline proposals for reducing reserves to compensate.

20. Regarding the paper to be presented to the Executive Board on family planning, he hoped that the Executive Director would present a number of options.

21. The same speaker also hoped that the proposed global funds budget would include a full justification of why this particular programme mechanism was required. By this he did not mean an explanation of global funds, but rather a fundamental justification of why global funds were used instead of country programmes. His Government did see the usefulness of global funds, but was not sure if their use represented good value for the money and if they were used to cut across the priorities of recipient Governments.

22. The Deputy Executive Director replied that he hoped the global funds programme recommendation would show why the mechanism was required. Universal child immunization would not have been achieved without assistance from global funds, for example. The amount of global funds used at headquarters was 3 per cent of total programme expenditure.

23. Another speaker asked about the UNICEF response to General Assembly resolution 47/100 of 16 December 1992 on the United Nations system-wide Plan of Action on Drug Abuse Control. The resolution required that agencies report to their governing bodies by 1 March on implementation of the resolution and the speaker asked if the response would be included in the report of the Executive Director. The Deputy Executive Director replied that the Executive Director would include a brief discussion of the issue in his report. It had been agreed previously that drug abuse control would not be a major part of UNICEF cooperation, but in some country programmes there were elements on issues such as general advocacy and smoking.

24. One delegation welcomed the active follow-up to General Assembly resolution 47/199. The addendum to the "issues paper" showed that the UNICEF response to the resolution was under way. Any discussion by the Executive Board on the

resolution and on the economic and social reform of the United Nations would be useful, but any follow-up action would have to be taken by the Economic and Social Council and the General Assembly. Any decision by the Executive Board in those areas would have to be taken with great caution.

25. The Deputy Executive Director said that UNICEF was working actively in a number of areas to implement resolution 47/199. UNICEF was exploring with members of the Joint Consultative Group on Policy (JCGP) the costs of a more rapid move to a wider range of common premises. As for the harmonization of programme cycles, two thirds of countries where the United Nations Development Programme (UNDP), the United Nations Population Fund (UNFPA) and UNICEF had programmes had a common programme cycle. The International Fund for Agricultural Development, the Office of the United Nations High Commissioner for Refugees and the World Food Programme were project-based and so could not be included in the common cycle. UNICEF was pursuing with JCGP the issue of programme approaches so there could be a more coherent set of programme approaches by the United Nations. UNICEF, together with UNFPA, had the most serious programme approach and wanted to protect it, as well as its decentralized approach. UNICEF had been the first agency to suggest the use of the country strategy note discussed in resolution 47/199.

26. With regard to the recent evaluation of UNICEF, the same speaker said that a dialogue by the Executive Board on the evaluation would have a positive effect on the Board's discussion of the reform of the United Nations. Another speaker added that her Government was in favour of improved cooperation between UNICEF and other United Nations agencies and that duplication should be avoided.

2. Operational issues

27. The Deputy Executive Director, Operations, provided an overview of the major operational issues facing the Executive Board. With regard to UNICEF finances, she said that while 1992 had been a landmark year for UNICEF income, 1993 would pose a challenge to the organization. Some countries would have to reduce their contributions to general resources, a situation that was compounded by the strengthening of the United States dollar. However, some Governments had increased their general resources contributions, which hopefully would help to offset the decreases. It was expected that total general resources would be the same or slightly higher in 1993 than in 1992. The financial medium-term plan (E/ICEF/1993/3) would present projections for the period 1993-1995 that were lower than last year's projections. UNICEF planned to use the current liquidity in general resources to maintain programme expenditure. Expenditures would exceed income as liquidity was reduced to the required 10 per cent. Indications were that contributions to non-emergency supplementary funding would increase and that total programme expenditure for the period 1994-1995 would be $40 million higher than planned.

28. With regard to the 1992-1993 revised and 1994-1995 proposed administrative and programme support budget (E/ICEF/1993/AB/L.1 and Corr.1 and Corr.2), the Deputy Executive Director, Operations, said the Advisory Committee on Administrative and Budgetary Questions would be able to review the budget because it had already decided to convene a special session at the end of March.

29. While the "issues paper" stated that the supplementary budget for the period 1992-1993 would be $6.3 million, the figure had been reduced to $3.9 million, which included the $3.4 million approved by the Executive Board in 1992 for programmes in Central and Eastern Europe and the former Soviet Union. The mandatory net increase was therefore $500,000, as other mandatory increases had been offset by savings.

30. In preparing the proposed 1994-1995 budget, the Deputy Executive Director, Operations, said that UNICEF had implemented the decisions of the Executive Board that had been based on the work of the Budget Format Reference Group. The secretariat had taken into account the criteria for core versus project posts and the downsizing of staff at headquarters locations (the total had been reduced from 909 to 879, and New York headquarters from 660 to 627, including increases in the Office of Emergency Programmes and the Office of Internal Audit and the addition of a security officer). All existing D-1, L-6, D-2 and L-7 posts had been classified, and as a result, at headquarters there were two fewer D-1 or L-6 posts and two fewer D-2 or L-7 posts in the proposed budget. All representative posts in field offices had been classified, and it was proposed that one D-1 post be upgraded to D-2, six P-5 posts be upgraded to D-1 and one D-1 be downgraded to P-5.

31. The proposed budget showed an increase of $50.8 million (12.9 per cent) over the previous biennium, which took into account a global inflation rate of 4 per cent per year and $31.9 million in non-inflationary factors. One-time costs included a change in computer systems at headquarters; by speeding up that process, the costs in the proposed budget would be higher, but the long-term savings would be greater. The net conversion of core to project posts resulted in an increase of $4 million.

32. In addition to the budget and headquarters office accommodation, which had already been addressed by the Executive Director, another major operational issue was the Executive Director's proposal for an administrative and management study of UNICEF (E/ICEF/1993/AB/L.8). If the proposal was approved, it would be presented to the Executive Board at its 1994 session.

33. One speaker said that many delegations to the Executive Board were not budgetary experts. The detailed budget document being submitted to the Board provided all the necessary information but could be somewhat difficult to understand. It was suggested that the secretariat provide an overview showing all the different UNICEF budgets, including the total income and expenditure of UNICEF. The Deputy Executive Director, Operations, replied that an information paper could be produced that would include the budgets for administrative and programme support, global funds, Greeting Card and related operations, staffing and field offices.

34. The same speaker said that in the recent evaluation of UNICEF, there were recommendations regarding financial accountability, and suggested that UNICEF work out conceptual definitions of "administrative costs" and "core functions". Another speaker suggested that the proposal for an administrative and management study of UNICEF take into account the recent evaluation of UNICEF.

35. The Deputy Executive Director, Operations, said that the issue of financial accountability had been discussed at great length within UNICEF in the past

year, and the secretariat was working on acceptable definitions. The Executive Director's proposal for the administrative and management study did refer to the recent evaluation, as its input would be useful if the Board decided to proceed with the study.

D. UNICEF Maurice Pate Award

36. The Executive Board had before it a recommendation by the Executive Director regarding the UNICEF Maurice Pate Award for 1992 (E/ICEF/1993/P/L.1). The Executive Director said 11 nominations had been received from all regions. While all had been highly deserving, the Bureau had recommended that the award be given to the people and the State of Ceará, Brazil, whose accomplishments were an illustration of what a very poor region could do to help itself under adverse circumstances.

37. The Executive Director said that 6 million people lived in Ceará, which was comparable in size to many countries. In 1986, a new State Government was elected and launched a programme of action in favour of women and children that was sustained even after a change in government. The new Government first conducted a survey of infant mortality and found that the major causes of child deaths were diarrhoea, pneumonia and malnutrition and that one half of the children who died had never seen a health worker. The Government then launched a major programme to give families information about breast-feeding, the need for immunization and other health-related issues. In 1987, during a severe drought, the Government was able to use the situation to its advantage by giving 6,000 emergency jobs to poor people, training them as community health workers. Some 1,700 were retained as health communicators. The programme had dramatic results: the infant and maternal mortality rates were reduced by one third. This was a striking example of how a poor region, even when affected by adversity, could make significant changes. The Board agreed with the Executive Director's recommendation and decided to present the award to the people and State of Ceará (see chap. III, decision 1993/1).

E. Preparations for the 1993 regular session

1. Status of documentation

38. The Secretary of the Executive Board briefed the Board on the status of documentation, as detailed in document E/ICEF/1993/INF/1, noting in particular that the following documents had been combined to avoid duplication: the report on emergency operations with the paper on United Nations emergency strategy and restructuring and its implications for UNICEF; and the report on the reorganization and consolidation of global funds with the global funds programme budget recommendation. Late documentation for the regular session (the report on United Nations reform and the Executive Director's comments on the recent donor evaluation of UNICEF), as well as an additional report for the present organizational session (subjects included in Executive Board agendas for 1992-1995 (E/ICEF/1993/CRP.9)), were also noted.

39. Recalling that over the years the Board has been called upon to take action to reduce documentation, one delegation expressed concern that at its

September 1992 meeting, the Bureau had requested the secretariat to prepare an interim progress report on the Bamako Initiative against the wishes of the Board. Although the delegation fully supported the Bamako Initiative and priority attention to Africa, especially in light of ICAAC, it was felt that the subject could have been dealt with under the agenda item on ensuring child survival, protection and development in Africa and did not warrant a separate paper.

2. Background paper on future work and procedures of the Executive Board/Chairman's proposal on Board procedures

40. The Board had before it a background paper prepared by the secretariat on the future work and procedures of the Executive Board (E/ICEF/1993/CRP.5) and a proposal by the Chairman on Board procedures (E/ICEF/1993/CRP.6) for information and approval, respectively. The Chairman explained that the proposal had been the subject of extensive consultations and took into account views expressed that the agenda should focus on policy issues.

41. In general, delegations welcomed the Chairman's proposal, with several indicating that it addressed the main concerns of Board member delegations. However, several delegations stressed that the working methods of the Executive Board could not be seen in isolation from the ongoing discussions within the framework of the General Assembly on the restructuring and revitalization of the United Nations in the economic, social and related fields. There was a need for general policy guidance by the Economic and Social Council, particularly in areas of common interest to the various agencies. Further, Board discussions should not preclude decisions on the system-wide reform, which would take precedence over Board decisions on working methods. Some aspects relating solely to UNICEF, however, could be effected in a short period of time without waiting for United Nations action.

Documentation

42. Most delegations addressing this issue agreed that more efforts should be made to reduce documentation, stressing the responsibility of Board members to try to keep requests for documents to a minimum. It was felt that this could be facilitated by ensuring that the documents requested focused on issues requiring Board action. Suggestions for the further rationalization of documentation included distributing information to Board members between sessions and increasing efforts to biennialize and/or triennialize reporting on specific subjects. The need to improve translations and the importance of executive summaries were also mentioned by several delegations. In general, this section was supported by delegations.

Agenda

43. Most of the discussion centred on the issue of limiting to two the major policy issues or themes for policy decision. Although Board members concurred that some limits were necessary, they wanted to be ensured of some degree of flexibility in instituting this particular recommendation. One delegation added that the Board should design some criteria for the issues to be examined, while

another delegation suggested that the Board could consider how the establishment of selective themes would be tied to the biennialization or triennialization of documentation. The overview of agenda items, with a view to eliminating consideration of those subjects that were no longer relevant and to streamlining further the agenda by grouping the subjects into related fields so as to achieve a logical structure, was welcomed.

Executive governance

44. Several delegations commented on the poor translation of this part of the proposal, which required clarification. Another delegation expressed concern that this particular proposal might limit the prerogative of the Board. The need for more flexible drafting was noted, as well as the need for the decisions to be more succinct. One delegation viewed this as a declaration of good intentions, while another delegation cautioned against involvement in micromanagement.

Consideration of country programme recommendations

45. Delegations shared the view that although the proposals were constructive, since this was such an important issue, further clarification, especially of the issue of holding intersessional meetings of the Programme Committee, and an in-depth review were required. Therefore, there was consensus to postpone the discussion.

46. In this connection, the subject of the effects of the restructuring of the United Nations system on this matter was reintroduced. United Nations reforms, it was felt, could have repercussions on the structure and function of Board deliberations in that the examination of certain items could be subsumed by deliberations in the Economic and Social Council. While useful, minor changes were appropriate, wider changes could not be made until the issue of the United Nations reform was resolved.

Electronic transfer of documentation

47. Although most Board member delegations supported the establishment in UNICEF of a system for the electronic transfer of documentation for the 1994 Executive Board to New York missions and capitals as feasible, as well as for direct electronic messages between UNICEF and Executive Board members and observers, several expressed reservations about its feasibility with regard to developing countries where the level of technical capacity in the area might not be the same as in industrialized countries. Therefore, additional information and an analysis, especially of the cost, were requested.

48. The plenary meeting was adjourned and the Chairman's proposal was sent to the drafting session. When the plenary meeting was reconvened, the Executive Board adopted the proposal, with amendments (E/ICEF/1993/CRP.6/Rev.1) that were read by the Chairman (see chapter III, decision 1993/2).

3. Provisional annotated agenda and organization of work

49. In reviewing the provisional annotated agenda and organization of work for the 1993 regular Executive Board session (E/ICEF/1993/1), many delegations felt that the parallel meetings held at last year's Board were very successful and that perhaps more could be added at this year's session. However, several delegations felt strongly that no more parallel meetings should be added, as countries with smaller delegations could not cover them adequately. One delegation requested that another night meeting be scheduled, but the secretariat indicated that the United Nations limit of 30 meetings had already been reached.

50. It was suggested that more time be allotted for the discussion of policy issues and that these issues be discussed prior to the discussion of papers submitted for review only so as to ensure sufficient time for drafting. In addition, many delegations felt that the clustering of policy issues was to be encouraged whenever possible.

51. Some delegations felt that the general debate could be shortened or biennialized (as is the custom at UNDP). In that way, there would be a general debate only during non-budget years. However, many delegations indicated that this would be totally unacceptable, as their ministers make special trips to the Board for the specific purpose of addressing the general debate and that this is a crucial part of Board proceedings. It was suggested that one way to improve the general debate would be for delegations to respect the 10-minute time-limit. Delegations also were encouraged to arrive promptly for meetings.

52. Some delegations expressed the view that since this was a budget year, the time allotted for the Committee on Administration and Finance (3 days) was inadequate. Another delegation felt that the Committee meetings could begin on Friday, 30 April. It was agreed that agenda items 4 (administrative and programme support budgets) and 5 (global funds programme budgets) would be moved forward to be discussed before the drafting session. With regard to the Programme Committee, it was felt that item 12 (children, environment and development) was allotted too much time and that item 6 (f) (interregional and others) should be subsumed in item 5 on global funds programme budgets.

53. With regard to a question raised the previous day on why the Bureau had requested a report on the Bamako Initiative when the Board had already decided that it was not required, the secretariat replied that some Board members had, subsequent to the 1992 regular session, indeed requested a paper on the Bamako Initiative. In addition, many delegations felt that the Bamako Initiative was an important topic that should remain a separate agenda item. One delegation, however, stated that it would be discussed in the general debate and, therefore, did not warrant a separate agenda item.

54. It was suggested that although the follow-up to the World Summit for Children and children, environment and development were important issues, they would most likely be discussed in the general debate. This would, therefore, shorten the Programme Committee. Several delegations, however, were of the opinion that this was inappropriate.

55. As regards the recent donor evaluation of UNICEF, many delegations expressed regret that this document was not available until 5 February and then in English only. Although several delegations expressed the desire to discuss the document at the regular session, this was met with opposition from those who felt that it had not been submitted in the traditional manner and was not agreed to beforehand by the Board. It was suggested that the evaluation could be discussed under agenda item 16 (UNICEF and reform of the United Nations system). This, too, met with opposition, but it was agreed that the multi-donor evaluation could be discussed at the regular session, under a variety of agenda items, but that the Board would not take a decision on the evaluation, only "take note" of it.

56. In response to a query about whether agenda item 16 was for review or approval, the secretariat responded that UNICEF was requested by General Assembly resolution 47/199 to prepare a report for the Board on the implementation. Therefore, it could be for review or approval. One delegation pointed out that the topic in agenda item 16 was far too broad, and it was agreed to change the title to "UNICEF and the restructuring and revitalization of the United Nations in the economic, social and related fields".

57. It was suggested that the Executive Director's opening statement, as well as his response to the general debate should be shortened. Most topics are covered amply in the report of the Executive Director.

58. Bearing in mind the discussion the previous day on the Chairman's proposal on Board procedures (E/ICEF/1993/CRP.6), one delegation reiterated that it would be helpful if the presentation of country programmes could be rationalized.

59. It was felt that the time allotted for informal consultations was too limited and that parallel consultations were unacceptable.

60. It was also noted that the subject of global funds appeared under many items and perhaps one of the discussions could be eliminated to save time. The secretariat responded that there was some difference between discussion of the subject under agenda items 3 and 6 (f). While agenda item 3 would address structural aspects of the funds, agenda item 6 would address approval of specific allocations for interregional programmes, along with the approval of allocations for country programme recommendations. However, the secretariat noted that since agenda item 3 addresses the form in which global funds are presented to the Board, a form decided by the Budget Reference Group and already endorsed by the Board, perhaps it could be eliminated.

61. It was further noted that agenda items will take as long as the Board wishes, for it is the Board members who dictate the actual, as opposed to provisional, agenda.

62. It was agreed that the secretariat would prepare a revised agenda and submit it to the Board for adoption at the April session.

63. The Executive Board had before it a provisional list of topics for informal meetings (E/ICEF/1993/L.1), to be held daily from 9 a.m. to 10 a.m. during the session. The list included the following items: (a) World Nutrition Conference: outcome and follow-up; (b) Education for all by the year 2000;

(c) Baby-friendly hospital initiative; (d) regional follow-up on NPAs; (e) UNICEF follow-up to donor evaluation; (f) women in development; (g) AIDS; (h) inter-agency cooperation and United Nations reform; (i) Central and Eastern Europe and the newly independent States: recent developments with respect to children; (j) impact of emergencies on country programmes; and (k) prospects for elimination of selected childhood diseases.

4. Themes of informal meetings

64. As there were nine time slots for the 9 a.m. informal meetings, and 11 topics were suggested in the annotated agenda, the secretariat took note of priorities of delegations.

65. Several delegations felt that parallel informal meetings were inappropriate, and the importance of ensuring that all delegations can participate fully in discussions, which has not been the case in past years, was stressed.

66. It was requested that a given topic be discussed in an informal meeting before it is discussed in committee. It was also suggested that the morning meetings could be an appropriate time for regional reports.

67. Many delegations requested that family planning be added to the list, and one delegation requested that street children be added.

68. The Chairman indicated that, based on Board member comments, the topics contained in paragraph 60 (a), (c), (g) and (k) above were of low priority. The secretariat would take these comments under advisement in making the final selection.

F. Other business

69. A group of countries asked the Executive Director to report at the regular Board session on the implementation by UNICEF of the Secretary-General's request that the number of high-level staff (Assistant-Secretary-General, D-2 and D-1) be reduced. The Executive Director replied that a dialogue was under way with the Secretary-General on the issue, but that actual figures on the reduction of posts had not been presented. He said that the issue would be discussed most appropriately as part of the debate on the proposed budget. The Chairman added that there would be a report on the subject.

70. One speaker said that during the discussion of the future work and procedures of the Executive Board, her delegation had queried the appropriateness of the Bureau's decision to request that the secretariat prepare a report on the Bamako Initiative, when the entire Board previously had decided not to produce such a report. She explained that that position did not in any way qualify her Government's support for the Bamako Initiative or for overall UNICEF support to Africa and that the issue had been raised as one of Board procedure.

71. The Executive Director informed the Board that UNICEF would like to hold a memorial service in honour of the late Audrey Hepburn, former UNICEF Goodwill Ambassador, on Friday, 30 April. Ms. Hepburn's family had endorsed the proposal and expressed the hope the contributions would be made to the recently established UNICEF Audrey Hepburn Memorial Fund.

III. DECISIONS ADOPTED BY THE EXECUTIVE BOARD AT ITS 1993 ORGANIZATIONAL SESSION

1993/1. UNICEF Maurice Pate Award

On the recommendation of the Executive Director,

The Executive Board

1. Decides to present the UNICEF Maurice Pate Award, established at its 1966 session to honour significant contributions by an institution in a developing country in advancing the well-being of children, and extended in 1988 also to include individuals, to the people and the State of Ceará, Brazil;

2. Approves an allocation of $25,000 from general resources for that purpose.

Decision 1993/2. Future work and procedures of the Executive Board

The Chairman of the Executive Board recommends that:

The Executive Board,

Recalling its decisions 1987/1, 1987/2, 1989/1, 1989/2, 1989/3, 1990/1, 1992/5, 1992/7 and 1992/8 regarding rationalizing and streamlining the work of the Executive Board,

Noting decision 1992/8 regarding implementation of decision 1992/5 and the points made in the preamble to the former,

Decides to improve further its procedures and to rationalize the utilization of time of the regular Board sessions, as follows:

1. Documentation

(a) In order to rationalize and reduce the volume of documentation, the Executive Director should review the existing consolidated list of documents requested for future Board meetings and propose to the Executive Board before the end of the regular session how further to rationalize and to cut down this list;

(b) In creating any new documentation, the Executive Director should take into account the need to prepare shorter and more focused documentation, to concentrate all reporting on issues where action by the Board is required or where there are difficulties that need the Board's attention, and to include concrete recommendations for the consideration of the Board;

(c) The Executive Director should integrate information requests arising from Executive Board decisions into the annual Executive Director's report, wherever feasible;

(d) If regular reporting is needed, this should be done on a biennial or triennial basis to the extent possible;

(e) In accordance with paragraph 1 (a) of decision 1992/5, documents should be distributed officially, and in all working languages, in good time before the opening of a regular session in order to be considered at that session;

(f) The Executive Director should undertake a technical and financial analysis of the electronic transfer of Executive Board documentation, in consultation with the United Nations Documents Control, and bearing in mind comments made by delegates at the 1993 winter organizational session, and report back to the Executive Board as soon as this review has been completed and, in any event, not later than the 1994 winter organizational session.

2. Agenda

(a) Normally, a limited number of major policy issues or themes, as appropriate, for policy decision should be selected by the Executive Board for in-depth consideration at its regular session, thus permitting more focused discussion;

(b) A table should be provided for each regular session of the Executive Board indicating the subjects (including major policy issues or themes) included in the agenda of the previous year, the present year and the two subsequent years, with a view to eliminating consideration of those subjects that are no longer relevant and to streamlining further the agenda of the Executive Board. Subjects should be grouped into related fields so as to achieve a logical structure.

3. Resolutions

The Executive Board should limit as much as possible the enactment of resolutions or decisions to matters directly related to the governance and policies of UNICEF.

4. Consideration of country programme recommendations

The Executive Board recognized the wish of several members to have a careful examination of individual country programme recommendations. The Executive Board agreed that informal discussions on this question would continue, leading to formal consideration at the 1993 regular session, taking into account:

(a) Views expressed at the 1993 winter organizational session;

(b) General Assembly resolution 47/199 of 22 December 1992;

(c) The outcome of the restructuring and revitalization of the United Nations in the economic, social and related fields being undertaken in the General Assembly.